

Message Text

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E.O. 11652: N/A DECONTROL UPON RECEIPT

TAGS: ENRG, IEA

SUBJECT: ENERGY: IEA/SLT REDUCED DEPENDENCE EXERCISE

REF: STATE 062664

1. ADDRESSEE POSTS ARE REQUESTED TO DELIVER SLT CHAIRMAN'S NOTE IN PARA 2 TO HOST GOVERNMENT OFFICIALS RESPONSIBLE FOR IEA/SLT MATTERS. PLEASE INFORM THEM THAT THIS NOTE SUPPLEMENTS THAT SENT REFTEL SETTING OUT TOPICS FOR DISCUSSION AT MARCH 30 - APRIL 1 SLT MEETING. OECD PLEASE PASS TO IEA SECRETARIAT.

2. REDUCED DEPENDENCE OBJECTIVES: THE GOVERNING BOARD AT ITS MEETING ON MARCH 15-16, AGREED WITH THE CONCLUSION OF THE SLT THAT, BASED ON THE REVIEW OF MEMBER COUNTRY ENERGY PROGRAMS NOW IN PLACE AND THE ASSESSMENT OF THE LIKELY LEVEL OF OIL SUPPLY AVAILABLE FROM OPEC IN 1985, THERE IS A PROBABILITY OF A SERIOUS IMBALANCE BETWEEN ENERGY DEMAND AND SUPPLY. THE GOVERNING BOARD REQUESTED THE SLT TO RECOMMEND OPTIONS AVAILABLE FOR ESTABLISHING A GROUP OBJECTIVE FOR REDUCING DEPENDENCE ON OIL IMPORTS BY 1985.

ANY ASSESSMENT OF THE ALTERNATIVES FOR ESTABLISHING SUCH A GROUP OBJECTIVE MUST TAKE ACCOUNT OF THE FACT THAT ANY LEVEL OF DEMAND FOR OPEC OIL IN EXCESS OF THE LIKELY LEVEL OF OPEC PRODUCTION, WHICH THE SLT ESTIMATED AT 35 MMBD, WILL ACCENTUATE THE RISK OF REAL PRICE INCREASES FOR OIL, THUS IMPACTING DIRECTLY ON THE ABILITY OF IEA MEMBER COUNTRIES TO ACHIEVE THEIR OVERALL ECONOMIC GOALS. THIS PRODUCTION LEVEL REPRESENTS THE UPPER LIMIT FOR LIMITED OFFICIAL USE
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POSSIBLE IEA OIL IMPORT DEMAND IN 1985. IN PREPARING SUCH RECOMMENDATIONS, THREE DIFFERENT APPROACHES COULD BE CONSIDERED: (A) RESIDUAL APPROACH: ASSUMING THAT TOTAL OPEC SUPPLY WILL BE IN THE RANGE OF 35 MMBD, NON-IEA OIL IMPORT DEMAND, ESTIMATED BY THE SECRETARIAT AT SOME 11-13 MMBD IN 1985, WOULD HAVE TO BE SUBTRACTED FROM OPEC'S PREFERRED LEVEL OF PRODUCTION THIS WOULD RESULT IN A RESIDUAL OF 22-24 MMBD OF OPEC OIL SUPPLY. IEA'S GROUP OBJECTIVE COULD BE ESTABLISHED IN THIS RANGE. ADOPTING THIS APPROACH WOULD IMPLY IEA CONSUMPTION OF THE OPEC RESIDUAL THUS LOSING THE OPPORTUNITY TO LESSEN UPWARD PRICE PRESSURES THROUGH UNDERUTILIZED CAPACITY. (B) COUNTRY SUBMISSIONS - WE COULD ACCEPT THE PROJECTIONS OF IEA COUNTRIES ON THE EXPECTED RESULTS OF THEIR ENERGY PROGRAMS BY 1985, SOME 25 MMBD, AND ADOPT THIS LEVEL OF IMPORTS AS THE GROUP OBJECTIVE. THIS ASSUMES THAT COUNTRY FORECASTS ARE ATTAINABLE BASED ON ENERGY MEASURES NOW IN PLACE AND THAT COUNTRY FORECASTS REPRESENT "BEST EFFORTS". THE RECENTLY COMPLETED SLT REVIEW DOES NOT SUPPORT EITHER OF THESE ASSUMPTIONS AND THE GOVERNING BOARD HAS SUGGESTED THAT THE GROUP OBJECTIVE SHOULD NOT MERELY BE A SUMMATION OF COUNTRY PROJECTIONS AS SUBMITTED. (C) REINFORCED PROJECTIONS - WE COULD POSTULATE AS A POINT OF DEPARTURE

THAT ALL IEA MEMBER COUNTRIES' ENERGY PROGRAMS CAN BE IMPROVED IN VARYING DEGREES AND FORMULATE A GROUP OBJECTIVE IN TERMS OF EACH COUNTRY'S TOTAL EFFORT AND ITS ABILITY TO REDUCE OIL IMPORTS. A GROUP OBJECTIVE ESTABLISHED IN THIS WAY OLD OBVIOUSLY IMPLY INCREASED RELIANCE IN MEMBER COUNTRY ENERGY PROGRAMS ON ALTERNATIVES TO A FURTHER RISE IN THE USE OF OIL, PARTICULARLY AND NUCLEAR ENERGY, AS WELL AS CONSERVATION MEASURES DIRECTED AT OIL UTILIZATION. THIS WOULD IMPLY EARLY-DECISIONS BY GOVERNMENTS IN THESE, AND OTHER AREAS, TO ENSURE THE AVAILABILITY OF SUCH SOURCES OF ENERGY SUPPLY AND EARLY ACTION ON CONSERVATION. SUCH AN APPROACH -- WHICH WE CAN DISCUSS FURTHER AT OUR MEETING -- WOULD LIMITED OFFICIAL USE LIMITED OFFICIAL USE

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RESULT IN AN IEA OIL IMPORT DEPENDENCE OBJECTIVE IN THE RANGE OF 25 MMBD.

3. COOPERATIVE/GENERAL MEASURES - THE GOVERNING BOARD ASKED THE SLT TO EXAMINE THE POTENTIAL OF COOPERATIVE MEASURES TO REINFORCE NATIONAL EFFORTS TOWARD REDUCED DEPENDENCE ON OIL IMPORTS WHICH MIGHT BE ADOPTED TO SUPPORT THE GROUP OBJECTIVE.

THE SLT REVIEW IDENTIFIED A NUMBER OF AREAS OF POTENTIAL SUPPLY SHORTFALLS AND INCREASED DEMAND. WE SHOULD ASSESS THE POSSIBILITIES FOR A COOPERATIVE APPROACH IN THESE AREAS. I SUGGEST WE EXAMINE THE FOLLOWING:

A) IN CONSERVATION, AREAS TARGETED FOR PRIORITY ATTENTION INCLUDE: (A) INDUSTRIAL CONSERVATION, (B) BUILDING CODES AND RETROFITTING, (C) DISTRICT HEATING AND COMBINED PRODUCTION OF HEAT AND POWER, (D) TAXATION ON AUTOS AND GASOLINE AND INCENTIVES FOR PUBLIC TRANSPORTATION AND (E) FULL MARGINAL COST TARIFFS FOR ELECTRICITY GENERATION. THE CONSERVATION SUBGROUP HAS UNDERTAKEN OR IS CONSIDERING STUDIES ON THESE SUBJECTS. I RECOMMEND THE CONSERVATION SUBGROUP BE TASKED TO COMPLETE THESE STUDIES AT AN EARLY DATE AND PROVIDE POLICY RECOMMENDATIONS ON POSSIBLE COOPERATIVE EFFORTS IN THESE AREAS. IT SHOULD ALSO RE-EXAMINE THE ANALYTICAL METHODOLOGY IN THE SLT REPORT OF POSSIBLE DEMAND SHORTFALLS TO SEE IF IT CAN BE MORE RIGOROUS.

B) THE POTENTIAL FOR INCREASED COAL UTILIZATION TO REPLACE OIL ALSO EMERGED AS A KEY POSSIBILITY FOR REDUCING DEPENDENCE ON IMPORTED OIL. AT ITS LAST MEETING, THE ACCELERATED DEVELOPMENT SUBGROUP DISCUSSED AN ANALYTICAL FRAMEWORK FOR ASSESSING THE POTENTIAL FOR INCREASED COAL PRODUCTION AND UTILIZATION. A PROPOSED METHODOLOGY IS ATTACHED AT THE ANNEX. I SUGGEST WE ASK THE SUBGROUP TO UNDERTAKE THIS ASSESSMENT ON A PRIORITY BASIS AND REPORT

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TO THE SLT BY JUNE 30 ON ITS RESULTS, INCLUDING SUGGESTIONS FOR POSSIBLE COOPERATIVE MEASURES.

C) A THIRD AREA OF POTENTIAL SHORTFALL IN SUPPLY IDENTIFIED IN THE SLT REPORT INVOLVED GAS AND GAS INFRASTRUCTURE. THE SECRETARIAT PLANS A MEETING OF EXPERTS IN LATE APRIL ON THIS SUBJECT. I SUGGEST THE RESULTS OF THIS MEETING BE TRANSMITTED TO THE ACCELERATED DEVELOPMENT SUBGROUP. THE SECRETARIAT AND THE SUBGROUP WORKING TOGETHER, COULD THEN ATTEMPT TO IDENTIFY PRIORITY ISSUES WHICH SHOULD BE ADDRESSED WITH A VIEW TOWARD DEVELOPING POSSIBLE COOPERATIVE PROGRAMS.

D) NUCLEAR POWER IS A MAJOR ALTERNATIVE TO INCREASED OIL IMPORTS. THE POSSIBILITY OF A SUBSTANTIAL SHORTFALL IN THE AVAILABILITY OF NUCLEAR ENERGY AS A SOURCE OF SUPPLY WAS HIGHLIGHTED IN THE SLT REVIEW. ALL DELEGATIONS RECOGNIZE THE POLITICAL SENSITIVITIES INVOLVED IN THIS SECTOR, AND SOME COUNTRIES, NOTABLY THE US, ARE NOW UNDERTAKING AN OVERALL POLICY REVIEW ON THE NUCLEAR FUEL CYCLE. NEVERTHELESS, THERE ARE A NUMBER OF AREAS IN WHICH WORK CAN BE INITIATED PROMPTLY. TWO OF THESE ARE WASTE DISPOSAL AND THE AVAILABILITY OF NUCLEAR FUEL. I SUGGEST WE ASK THE NUCLEAR SUBGROUP TO EXAMINE THE POSSIBILITY FOR COOPERATIVE MEASURES IN THESE AREAS.

4. EQUIVALENCE OF EFFORTS - THE GOVERNING BOARD ASKED THE SLT TO ASSESS EQUIVALENCE OF EFFORTS IN DETERMINING AN IEA REDUCED DEPENDENCE OBJECTIVE TAKING INTO ACCOUNT, INTER ALIA, THE ELEMENTS SET OUT IN ANNEX I OF THE NOVEMBER 8-9 CONCLUSIONS. THESE ELEMENTS ARE GENERAL IN NATURE AND INCLUDE ENERGY PRODUCTION, INVESTMENT, CONSERVATION, PRICING, COOPERATIVE MEASURES, OIL IMPORTS, AND EFFORTS OVER TIME. SUCH CRITERIA, SUPPLEMENTED AS NECESSARY, COULD BE CONSIDERED (A) IN FUTURE REVIEWS OF ENERGY PROGRAMS TO MONITOR MEMBER COUNTRIES PROGRESS
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AGAINST A COMMON SET OF CRITERIA, I.E., A "REPORT CARD" APPROACH OR (B) DECIDING UPON EACH COUNTRY'S CONTRIBUTION TO THE REDUCED DEPENDENCE OBJECTIVE BY ASSESSING EQUIVALENCE OF EFFORTS BY MEANS OF A COMMON SET OF CRITERIA. IT APPEARS THAT OPTION B IS INHERENTLY MORE DIFFICULT AND CANNOT BE RESOLVED WITH ANY DEGREE OF ANALYTIC PRECISION GIVEN DIFFERENCES IN MEMBER COUNTRIES RESOURCE AVAILABILITY, GEOGRAPHY AND CLIMATE, ECONOMIC DEVELOPMENT,

ENVIRONMENTAL GOALS, ETC. OPTION "A" COULD BE INCORPORATED INTO THE REVIEW PROCESS, BUT WE MUST FIRST DETERMINE THE SCOPE OF ENERGY RELATED ACTIVITY TO BE ASSESSED, WHICH INDICATORS SHOULD BE CHOSEN, AND MEASUREMENTS TO BE USED FOR CHOSEN INDICATORS.

ANNEX -- STEAM COAL UTILIZATION WITHIN THE IEA; METHODOLOGY FOR ASSESSING THE POTENTIAL.

BACKGROUND: INCREASED UTILIZATION OF STEAM COAL FOR ELECTRICITY WITHIN THE IEA IS ONE OF THE PRINCIPAL MEANS FOR EFFECTING REDUCED OIL IMPORT DEPENDENCE IN THE MID-1980'S. COUNTRY BALANCES SUBMITTED TO THE SLT, AS REVISED, REFLECT THE FOLLOWING FUEL INPUTS FOR ELECTRICITY:

(MTOES) SOLID OIL GAS NUCLEAR HYDRO() TOTAL

1975	313.7	203.9	111.8	73.2	208.4	592.7
1985	513.9	220.2	144.0	441.8	284.8	1,074.5

NEARLY 4.4 MMBD OF OIL WILL GO INTO ELECTRICAL GENERATION BY 1985, SOME 17 PERCENT OF IEA NET IMPORTS. MOREOVER, A VARIETY OF SHORTFALLS IN SEVERAL SECTORS OF NATIONAL ENERGY PROGRAMS COULD AMOUNT TO AS MUCH AS 11.5 MMBD EQUIVALENT; AN UNDETERMINED AMOUNT OF THIS WOULD TRANSLATE INTO ADDITIONAL OIL IMPORTS FOR ELECTRICITY; HENCE THE POTENTIAL FOR INCREASED UTILIZATION OF STEAM COAL WITHIN THE IEA MERITS SERIOUS ATTENTION.

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THIS ISSUE WAS CONSIDERED WITHIN THE IEA IN THE LATTER PART OF 1976 AFTER THE SECRETARIAT PREPARED A DRAFT PAPER ON PROSPECTS FOR COAL IN THE IEA (IEA/SLT(76)48); A LIST OF POSSIBLE IEA SUPPORTING ACTIONS WAS DRAFTED, DEALING PRINCIPALLY WITH:

- COMMITMENTS ON BEHALF OF STEAM COAL;
- FOREGOING OF NEW OIL-FIRED BASELOAD PLANT;
- ACCELERATED R&D ON CLEAN-BURNING COAL TECHNOLOGIES;
- DECLARATION OF INTENT TO FOSTER STEAM COAL TRADE.

THESE PROPOSED ACTIONS HAVE NOT BEEN DEALT WITH TO DATE.

POSSIBLE APPROACH: IT APPEARS TIMELY TO MAKE A COMPREHENSIVE ASSESSMENT OF THE POTENTIAL FOR SUBSTANTIAL INCREASES OF STEAM COAL UTILIZATION WITHIN THE IEA TO SUPPORT AND REINFORCE EFFORTS AT REDUCED IMPORT DEPENDENCE THE SEQUENCE OF TASKS WHICH WILL NEED TO BE UNDERTAKEN IS EXPLAINED FURTHER BELOW.

TASK 1: PRODUCTION POTENTIAL -- THIS INVOLVES ASSESSING

THE SHORTRUN PRODUCTION CAPABILITY IN IEA COUNTRIES WITH SIGNIFICANT COAL RESOURCES, I.E., THROUGH 1980, AND POTENTIAL BEYOND 1980 FOCUSING UPON 1985.

TASK 2: CONSUMPTION REQUIREMENTS -- THIS SHOULD BE BASED UPON PROJECTIONS FOR THE FOLLOWING SECTORS THROUGH 1985: ELECTRICAL UTILITY; METALLURGICAL; INDUSTRIAL/RETAIL; STOCK CHANGES; STEAM.

MOST OF THE EFFORT SHOULD BE FOCUSED UPON THE ELECTRIC UTILITY SECTOR SINCE THIS SECTOR'S REQUIREMENT HAS THE GREATEST POTENTIAL FOR SUBSTITUTING COAL FOR OIL AS AN ENERGY INPUT. ALTERNATIVE SCENARIOS OF ELECTRICAL GROWTH SHOULD BE USED TO PROVIDE ANALYSIS OF THE SENSITIVITY OF LIMITED OFFICIAL USE
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PROJECTIONS TO THE RATE OF GROWTH IN DEMAND FOR ELECTRICITY.

TASK 3: IEA EXPORT POTENTIAL -- IN ANALYZING INCREASED PRODUCTION POTENTIAL, THE FOLLOWING FACTORS NEED SPECIAL CONSIDERATION: CONSTRAINTS ON PRODUCTION; AVAILABILITY AND COST OF TRANSPORTATION INFRASTRUCTURE TO PORTS OF SHIPMENT. IT IS ANTICIPATED THAT THE RESULTS OF THIS ANALYSIS WOULD BE COUNTRY OR EVEN REGIONAL SUPPLY CURVES, SHOWING THE RELATIONSHIP OF RANGES OF OUTPUT, AND PRICES EXPRESSED IN 1975 DOLLARS.

TASK 4: ESTIMATED DELIVERED PRICE TO POTENTIAL COAL IMPORTING COUNTRIES -- THIS REQUIRES THE ESTIMATION OF THREE COST ELEMENTS: MINE-MOUTH PRICES; TRANSPORTATION TO PORT OF EMBARKATION; MARITIME COSTS. FOR THE ESTIMATE OF MINE-MOUTH PRICES, PERHAPS THE MOST DIFFICULT ASPECT OF THIS ENTIRE EFFORT, THE PROCEDURE IS AS FOLLOWS:

1. INITIALIZE WITH 1976 BASE PRICES;
2. ESTIMATE NEW MINE PRICES, COMPOSED OF: CAPITAL COSTS; DEPLETION RATE; INFLATION.
3. ESTIMATE THE SULFUR PREMIUM PRICE EFFECT;
4. INCORPORATE THE COST OF ENVIRONMENTAL IMPACTS (E.G., STRIP-MINE RECLAMATION IN THE U.S.);
5. INTEGRATE INTO FIRST YEAR PRICES FOR 20-YEAR TERM CONTRACTS SIGNED IN 1980 AND 1985;
6. RESCALE THESE PRICES TO 1975 CONSTANT DOLLARS TO MAKE IT POSSIBLE TO COMPARE THE TOTAL COST OF A LONG-TERM COAL SUPPLY CONTRACT TO CURRENT AND FUTURE IMPORTED OIL PRICES.

THE ANALYSIS OF THE OTHER COST ELEMENTS, DOMESTIC AND MARITIME TRANSPORTATION, IS COMPLEX BUT NOT AS CONCEPTUALLY DIFFICULT AS THE MINE-MOUTH PRICE ANALYSIS DESCRIBED ABOVE.

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TASK 5: COMPARATIVE CONSUMPTION ECONOMICS.

TO COMPLETE THE ANALYSIS AND PERMIT AN ECONOMIC COMPARISON OF THE RELATIVE COSTS OF OIL AND COAL, WE WOULD REQUIRE FIVE DIFFERENT BASELOAD POWERPLANTS, AND FIVE DIFFERENT INTERMEDIATE LOAD POWERPLANTS. THE TYPES OF PLANTS ARE:

- LOW-SULFUR COAL (BITUMINOUS)
 - LOW-SULFUR COAL (SUB-BITUMINOUS)
 - HIGH-SULFUR COAL WITH SCRUBBERS (BITUMINOUS)
 - OIL-FIRED, SIMPLE CYCLE
 - OIL-FIRED, COMBINED CYCLE.
- VANCE

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